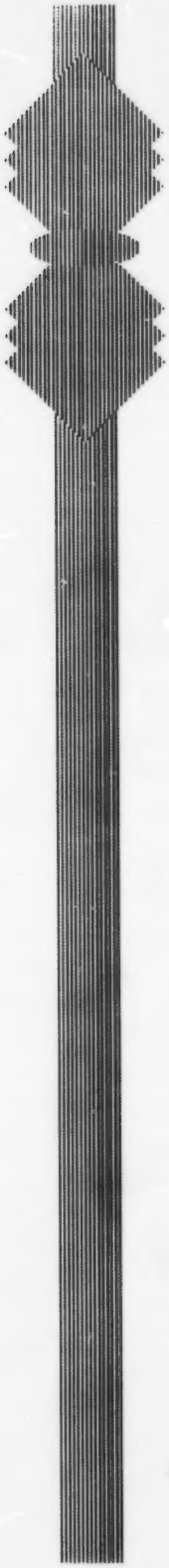


Manitoba Training Strategy

Consultation Draft

January 2001

INTRODUCTION

In March 2000, the Manitoba Century Summit brought together leaders from Manitoba business, labour and government to discuss expanding economic opportunity and building future prosperity in the province. Summit participants noted that the development of a workforce in sufficient numbers and with the necessary skills is critical to provincial success. The inclusion of greater numbers of Aboriginal Manitobans into the workforce, the attraction of immigrants, and encouraging youth to remain in Manitoba were identified as important for building workforce capacity, and the need for a workforce with globally competitive skills was emphasized.

As a key component of labour force development, a training strategy is concerned with both the quality and quantity of the workforce and is generally achieved through mechanisms such as education and training polices and programs.

To respond and adapt to Manitoba's labour context and to support economic growth and social well being, Manitoba Education and Training has established the following three goals for Manitoba's Training Strategy:

Goal A Build a Skilled Workforce Aligned with Labour Market Needs and Emerging Opportunities

Goal B Enhance Access to Relevant Learning Opportunities for all Manitobans

Goal C Create an Integrated and High Quality Education and Training System

FOUNDATIONS FOR SUCCESS

The effectiveness of the training strategy is dependent on a number of factors that contribute to the achievement of the stated goals. These factors include:

- innovative working arrangements among government, employers, unions, sector councils, employees, learners and public and private education and training institutions, in order to achieve desired educational, economic and social outcomes
- a public education system that will ensure that young people have a sufficient level and quality of education to access jobs and further education and training
- business and industry human resource planning and practices that enhance the ability to identify changing human resource needs

- strong clear linkages with other complementary or supporting government initiatives such as the College Expansion Initiative, the Northern Development Strategy, the Youth Strategy, the Community Economic Development Strategy and the Provincial Economic Strategy
- articulation between programs and across levels throughout the education and training system to support lifelong learning.

MANITOBA'S LABOUR MARKET CONTEXT

Demographic trends in Manitoba are a major factor in determining labour market needs, as they provide opportunities and limits to economic and social development. Population growth and aging, urbanization, and a rapid growth of Aboriginal Manitobans are key trends.

Manitoba will experience slow but steady population growth over the next ten years, with a predicted increase of 2,400 to 3,100 per year in the 2000 to 2010 period. The Winnipeg region currently contains roughly two-thirds of the province's labour market. The attraction of people to economic opportunity in Winnipeg can be expected to continue.

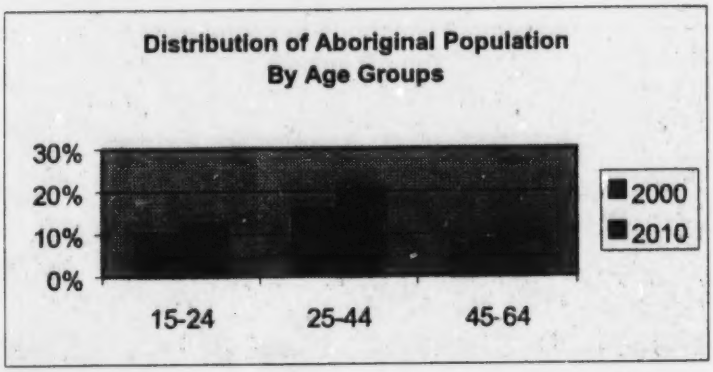
While the number of persons aged 15 to 64 will increase by 5% and contribute by far the largest part of population growth over the next ten years, the older cohort of 65 plus years will have an even stronger growth rate of 6%. Children aged up to 14 years will decline in number, by 9%.

Manitoba's Labour Force Is Aging

Within the 15 to 64 year age group, where most labour force participants lie, the older age groups will have the largest increases. Those aged 45 to 64 will increase by over 66,000 persons. Meanwhile, those in the 25 to 44 age group will decline by some 32,000 persons. The number of young persons aged 15 to 24 will increase by only 5,000 in this period. This demographic shift suggests that new young labour force entrants will be insufficient to meet new demand created by

economic and social growth - employment has grown by over 7,000 jobs each year in the last three years. An effective labour market strategy will need to include adjustment and retraining plans for older workers. It will also require a plan to effectively train and retain our youth population.

Manitoba's Aboriginal Population Presents Labour Force Opportunity



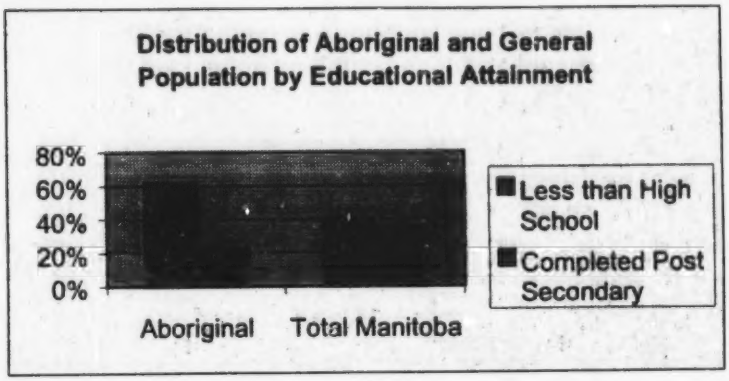
Aboriginal persons represented 11.7% of Manitoba's population in 1996. As this segment of the population is younger than the non-Aboriginal population, it is likely to contribute an increasing proportion of the province's population and labour force growth over the next few decades. Between 2000 and 2010, the proportion of Aboriginal individuals in the youth population will increase from 10% to 13%. Similar increases will occur in the 25 to 44 year olds and the 45 to 64 year olds. The inclusion of Aboriginal Manitobans in the labour force is crucial to Manitoba's continuing prosperity.

Critical Ongoing Need for Training Existing Workers

By 35 years of age, most individuals have acquired the basic education and skills needed for participation in the labour force. However, older individuals also experience greater adjustment difficulties and lengthy periods of unemployment if they are laid off or leave the labour force for a period. A rapid shift in population to the older age groups, combined with a smaller youth population, may cause a significant increase in demand for training in new skills, upgrading, and continuous education to meet the demand for skilled labour.

Although the education level of Manitoba workers has increased significantly over the last ten years, the population aged 15 and over still has more people with less than high school graduation than people with a completed post-secondary program. In 1996, 41% of the working age population had less than high school graduation and 36% had completed a post-secondary program. However, the Aboriginal population had a significantly lower educational attainment on average: 62% had less than high school and 23% had a completed post-secondary program.

Aboriginal Population Has Lower Educational Attainment Than General Population



In the last ten years Manitoba continued a long-term shift toward a service economy, while the manufacturing sector became more export-oriented. One of the most notable shifts is manufacturing, which has increased by 22% while decreasing 11% in nondurable goods production. Opportunities for foreign trade, particularly with the United States, have contributed to this shift, as exports are increasingly important to the provincial economy. While deregulation and application of new technologies has resulted in a decline in employment in the utilities sector, the professional, scientific and technical service sector has grown rapidly. Product price shifts and increasing economies in production have contributed to declines in employment in mining and agriculture, while the demand for health and education services has spurred employment growth in those sectors.

Continued Demand Expected in Health and Education

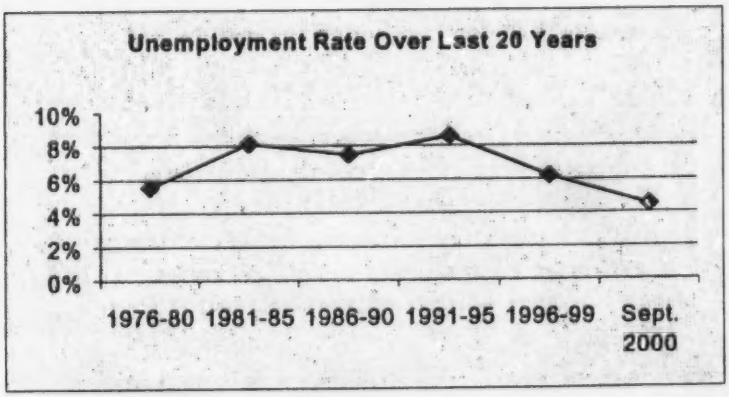
While industrial shifts lead directly or indirectly to changes in occupational structure, other factors such as the way industry organizes its work functions and changing priorities in public services have created a different mix of occupations. Rising employment in health and education have impacted on demand for professionals in these occupations. While employment of business professionals and managers has increased rapidly, employment of senior managers and administrative support personnel has fallen. In the last ten years construction tradespersons had a modest employment increase, while construction helpers and labourers increased rapidly. Service occupations such as technical sales persons increased, as did the number of persons in protective services.

While changes have occurred in the industrial and occupational structure of the province's labour market, other aspects of the labour market have remained fairly constant, or at least returned to levels enjoyed prior to the 1991-92 recession.

Province Approaches Full Employment

- In 1999, 80% of Manitoba's workers had full-time jobs, of those in part-time work, 78% did so by choice.
- The number of self-employed has stayed relatively constant, at 17% of total employment.
- The average duration of unemployment in Manitoba has declined from 19 weeks to 15 weeks between 1989 and 1999, largely due to improved economic conditions.
- The number of workers covered by union agreements remained fairly constant, at 37% in 1999.

Unemployment Rate Lowest Since Mid-70's



Skill Shortages Increase

Manitoba's labour market has improved significantly over the last few years, to the point where the unemployment rate is the lowest since the mid-1970s. As the province approaches a "full employment" situation, shortages of skilled workers are being reported more frequently by many sectors. The shift from a high unemployment to a very low unemployment situation is changing the direction of labour market policy from employment creation to dealing with skill shortages. For the last twenty years the structure of labour market programming was largely focused on job creation. In today's low unemployment economy we need to find solutions to current labour market demand.

In order for individuals, workers and employers to achieve their learning and performance goals, the educational system must be responsive, flexible and integrated. Through the training strategy, measures will be taken to strengthen linkages throughout the system, to provide recognition for completed training, and to improve coordination of federal and provincial employment related programs.

Manitoba's Training Strategy

The training strategy has been developed to support provincial priorities and significant demographic and industry trends. Objectives related to the three key goals have been established as follows:

Key objectives related to each goal have been established as follows:	
A) Build a Skilled Workforce Aligned with Labour Market Needs and Emerging Opportunities	➢ Strengthen labour market information and planning at sectoral, regional and provincial levels. ➢ Make skills training more timely and relevant for individuals, employers and labour. ➢ Make adult upgrading more responsive to learners and employers. ➢ Support the development of a lifelong learning culture. ➢ Maximize benefits emerging from new economic development activity.
B) Expand Access to Relevant Learning Opportunities for all Manitobans	➢ Increase successful participation in learning opportunities, particularly for individuals, groups and regions most vulnerable to exclusion from participation. ➢ Expand opportunities for access to programs, particularly for Northern and rural Manitobans. ➢ Support income assistance recipients and low income earners to develop their skills and find sustainable jobs. ➢ Enhance the inclusion of Aboriginal Manitobans into the workforce. ➢ Enhance the inclusion and successful transition of youth into the workforce.
C) Create an Integrated and High Quality Education and Training System	➢ Enhance articulation and credit recognition to increase mobility and access for learners. ➢ Improve coordination and integration of federal and provincial employment programs and labour market services. ➢ Ensure quality programming and continuous improvement of the training delivery system.

Manitoba Training Strategy Action Plan

Goal A: Build a Skilled Workforce Aligned with Labour Market Needs and Emerging Opportunities

Objectives	Actions
A1. *Strengthen labour market information and planning at sectoral, regional and provincial levels*	A1.1 Put in place a mechanism to produce required labour market information at the community level that supports community, regional and provincial planning processes
	A1.2 Enhance the coordination and integration of electronic information networks to provide current information on jobs, skill requirements and opportunities
	A1.3 Identify and disseminate the current range and scope of services and programs available in order to better plan and coordinate an effective continuum of training supports

Objectives	Actions
A2. *Make skills training more timely and relevant for individuals, new hires, existing workers and employers*	A2.1 Redefine WORKFORCE 2000 with the following key components: • Work with sectoral committees on occupational skill shortage areas • Expand workplace education opportunities that support occupational upskilling for existing workers • Establish cross-sectoral training strategies to strengthen coordination and collaboration and to benefit from economies of scale • Develop focussed skills training initiatives for existing workers of small and medium-sized enterprises • Support industry/labour partnerships to address essential workplace skills(reading, writing, mathematics, oral communication) particular to the needs of employed adults • Research, coordinate and distribute labour market information to contribute to focussed education, training and workforce development • Develop and deliver in partnership with industry, specialized, leading edge training to support business innovation in Manitoba • Develop and implement policies and mechanisms for improving Prior Learning and Assessment (PLAR) for work-based training programs • In reference to existing workers, assess the impact of and collaborate on federal initiatives for individuals and firms to invest in learning A2.2 Develop capacity to support trades updating/upgrading A2.3 Work with industry, other provinces and the federal government to enhance national occupational standards and interprovincial certification and mobility A2.4 Develop innovative apprenticeship training models A2.5 Establish articulated pre-apprenticeship programs for priority groups that bridge into apprenticeship

Objectives	Actions
A3. *Make adult upgrading more responsive to the needs of learners and employers*	A3.1 Strengthen connections between Adult Learning Centres Literacy and post-secondary programs and/or employment
	A3.2 Support Adult Learning Centres that provide quality programming that is relevant to community needs
	A3.3 Support programs that offer flexibility in course schedules, evening and weekend offerings
	A3.4 Expand the Senior Years Apprenticeship program to include apprenticeship pathways for adult learners pursuing a Mature Student Diploma
	A3.5 Investigate a province-wide common framework for essential skills and employment preparation programs
A4. *Support the development of a lifelong learning culture*	A4.1 Expand options and incentives for increasing investment in skills development by individuals, private and public sector employers and labour
A5. *Maximize benefits emerging from new economic development activity*	A5.1 In partnership with relevant stakeholders, identify potential opportunities and develop action strategies to support targeted economic development projects such as the Floodway Expansion, Manitoba Hydro Development and International Education.
	A5.2 In response to significant skill shortages in the local aviation industry, work with industry and other stakeholders to immediately expand provincial training capacity for Aircraft Maintenance Engineer trades and occupations.

Goal B: Expand Access to Relevant Learning Opportunities for All Manitobans

Objectives	Actions
B1. *Increase successful participation in learning opportunities, particularly for individuals, groups and regions most vulnerable to exclusion from participation*	B1.1 Develop a policy for suitable and adequate training allowances for learners, particularly individuals and groups who have been vulnerable to exclusion from participation B1.2 Implement tuition free Adult Basic Education (ABE) programming at community colleges B1.3 Develop institution designation policy and improve processes for student financial assistance B1.4 Work with key stakeholders to enact the recommendations of the Supported Workers Report in order to support access to training and employment opportunities for persons with a disability
B2. *Expand opportunities for access to programs, particularly for Northern and rural Manitobans*	B2.1 Expand the number of post-secondary level courses available in Adult Learning Centres and high schools B2.2 Pilot two distance delivery training programs for small remote communities to determine training impacts B2.3 Increase cooperative education opportunities B2.4 Encourage colleges and universities and training providers to adjust intake dates and develop flexible delivery strategies to meet the needs of community residents and employers

Objectives	Actions
B3. *Support income assistance recipients and low income earners to develop their skills and find sustainable jobs*	B3.1 Develop and implement, in partnership with Manitoba Family Services and Housing, a Job Links strategy: – work with Manitoba Family Services and Housing to maximize the integration and participation of income assistance recipients toward sustainable employment through the use of the existing service delivery structure – work in collaboration with Manitoba Family Services and Housing to develop mechanisms to reinvest income assistance savings to support skill training opportunities for individuals on income assistance – build community capacity to respond to specific needs of income assistance recipients – review support mechanisms available to facilitate the transition from income assistance to sustainable employment B3.2 Identify and support relevant training emerging as a result of Healthy Child Manitoba B3.3 Identify and support relevant training emerging as a result of the Neighbourhoods Alive Initiative B3.4 Develop programming to support marginally employed individuals access skills training and advance in the labour market which will lead to improved labour market retention rates B3.5 Develop programming that would guarantee youth eligible for income assistance access to job search, job preparation, work experience or high school/upgrading or skills training to assist their entry into the labour market or return to school

B4. *Enhance the inclusion of Aboriginal Manitobans into the workforce*	B4.1 Increase participation and success rates of Aboriginal and Northern Manitobans in a diverse range of skills training including apprenticeship offerings
	B4.2 Facilitate institutional capacity building within the Aboriginal communities to meet emerging training needs and respond to labour market opportunities
	B4.3 Develop culturally appropriate career awareness information and services for Aboriginal youth
	B4.4 Enhance training/employment partnerships with Aboriginal communities
B5. *Enhance the inclusion and successful transition of youth into the workforce*	B5.1 Centralize information on education/training and career development products and services to better serve youth
	B5.2 Increase employer involvement in internships and mentorships
	B5.3 Increase public service opportunities to engage youth in government careers
	B5.4 Increase participation in Senior Years High School Apprenticeship Programs
	B5.5 Increase initiatives to provide youth with training to pursue entrepreneurial/self employment career options
	B5.6 Develop service learning opportunities for youth as a transition strategy

Goal C: Create an Integrated and High Quality Education and Training System

Objectives	Actions
C1. *Increase mobility and access for learners by enhancing articulation and credit recognition*	C1.1 Develop and implement policies and mechanisms for improving: ▪ Recognition of formal and informal work-based training for credit within institutional programs ▪ Transferability of credits among education institutions and programs ▪ Prior learning assessment and recognition for basic education and institutional training programs ▪ Credentialing of immigrants' knowledge and skills ▪ Accessibility of information for learners regarding the transfer and recognition of learning
	C1.2 In partnership with stakeholders increase articulation of programming within the formal education and training system
	C1.3 Develop an articulated program with universities, colleges, and Adult Learning Centres for senior years courses and the Mature Student Diploma
C2. *Improve coordination and integration of federal and provincial employment programs and labour market services*	C2.1 Through the Labour Market Development Agreement maximize flexibility in programming to provide increased opportunities for Manitobans
	C2.2 As a member of the Forum of Labour Market Ministers work to promote a viable and sustainable labour market, including access to education, training, retraining and long-term employment, will provide economic security for workers and their families
C3. *Ensure quality programming and continuous improvement of the training delivery system*	C3.1 Strengthen evaluation and accountability mechanisms for all training programs
	C3.2 Work with training institutions and other service providers receiving provincial funding to establish an accountability framework and measures for assessing progress towards achieving the goals and objectives of the training strategy

Objectives	Actions
	C3.3 Provide leadership and support to enhance competencies of training deliverers through measures such as professional development opportunities, sharing of curriculum, research and best practices
	C3.4 Establish evaluation criteria and evaluation cycle for Employment Assistance Support (EAS) pre-employment programming and Adult Learning Centres.